

**PROPOSED ANNEXATION BY
CITY OF WILDWOOD
(ST. PAUL ROAD)**

**Report on BC 0403 Prepared by:
St. Louis County Department of Planning
for Submittal to:
Boundary Commission, St. Louis County
September 14, 2004**

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September 14, 2004

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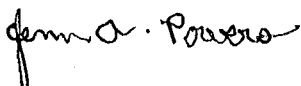
Re: Proposed Wildwood Annexation (BC 0403)

Dear Commissioners:

This report represents St. Louis County's analysis of the annexation proposed by the City of Wildwood (St. Paul Road Area). Its submittal is in accordance with the 21 day written comment period provided by state statute. The report is a review of the proposed annexation from the perspective of St. Louis County Government. It is intended as a comparative analysis of this proposal that will serve as a guide to the Boundary Commission in its deliberations.

Should the Commission require information in addition to what is contained in this report, we will make every effort to respond to your request in a timely manner.

Sincerely,



Glenn A. Powers, Director
Department of Planning

ANALYSIS OF PROPOSED WILDWOOD ANNEXATION

ST. PAUL ROAD AREA

TABLE OF CONTENTS

	Page
I. Introduction	
A. Purpose of Report.....	1
II. Geographic Information	
A. Area Proposed to be Annexed - General Description.....	2
B. Compactness and Other Boundary Issues	2
C. Land Use and Zoning.....	3
III. Financial Impacts of Proposed Annexation	
A. Impact on Area Residents and Property Owners	5
B. Impact on St. Louis County	6
C. Impact on Annexing Municipality	7
D. Traffic Generation Assessment	8
IV. Provision of Services	
A. Existing and Proposed Services	9
B. Services Not Affected.....	10
V. Summary of Issues	11
VI. Recommendation of St. Louis County	
A. Recommendation.....	13

Attachment: Map

I. INTRODUCTION

A. Purpose

The purpose of this report is to provide information regarding a proposed annexation of 435 acres (0.68 square miles) of unincorporated St. Louis County by the City of Wildwood. This analysis is primarily based on a review of the Plan of Intent submitted to the Boundary Commission by the City of Wildwood.

II. GEOGRAPHIC INFORMATION

A. Area Proposed to be Annexed - General Description

The 435 acre area proposed for annexation is located east of the City of Wildwood. It is bounded by the city limits of Wildwood on the south and west; its northwest corner is bounded by the City of Ellisville; unincorporated St. Louis County surrounds the remainder of the annexation area. Basic data for the area are provided in the following table.

TABLE 1

DATA	BASIC ANNEXATION AREA
Area ¹	435 acres
Population ²	74
Dwelling Units ³	67
Total Assessed Valuation ³	\$5,958,665
Assessed Valuation Per Capita ⁴	\$80,522

- Sources:
- ¹ St. Louis County Department of Planning
 - ² 2000 U.S. Census
 - ³ St. Louis County Departments of Revenue and Planning, June, 2004
 - ⁴ St. Louis County Department of Planning

It should be noted that while the City's count of 71 dwelling units is close to County estimates, the City's population estimate of 176 residents significantly differs with the County's count. The Department of Planning would note that an additional 32 residences were constructed in 2000 or later. Residents of these new dwelling units would not have been counted in the 2000 Census, but could have been included by Wildwood in their population estimate. Thus, the current population of the proposed annexation area would be significantly larger than the official 2000 Census.

The residential dwelling units in the area proposed to be annexed are all single-family. There are no multiple-family or commercial properties. There are 69 additional single-family homes proposed in a subdivision in the northern portion of the annexation area that have been approved by St. Louis County, but have not been constructed. This 66 acre subdivision is part of a larger annexation area that is currently being petitioned by the City of Ellisville and overlaps the Wildwood proposal.

B. Compactness and Other Boundary Issues

The Plan of Intent indicates that the proposed annexation area is 36 percent contiguous to the City of Wildwood.

The proposed annexation area is basically rectangular in shape and is defined by property lines of existing lots rather than creeks, streams or other physical features. St. Paul Road runs through the site and provides the only access to the area, and is the primary corridor for service delivery. The proposed annexation would represent a logical extension of the City's boundaries and would result in more compact City boundaries in this area. No subdivisions or properties are divided. No

pockets are created, and the unincorporated area remains logical in shape and accessible for service.

C. Land Use and Zoning

With the adoption of the St. Louis County Zoning Ordinance in 1965, the annexation area and several other properties in the general vicinity were zoned NU Non-Urban District or FPNU Flood Plain Non-Urban District, depending on their proximity to Kiefer Creek. At that time, there was no subdivision development south of Manchester Road, west of New Ballwin Road to the St. Louis county line. The area was rural in character, and the zoning reflected the lack of infrastructure and the isolated location of these properties. In the early 1970's residential subdivisions were developed west of New Ballwin Road and, over time, continued to move westward. As a result of the new developments, infrastructure improvements, including sewer, water, electric and gas lines, were extended into the area and it became more suburban in character.

Within the annexation area there is one developed subdivision. The Lakes at Sheffield Forest was approved in 1998, and is located in the center of the annexation area. This subdivision was developed under the Density Development Procedure of the St. Louis County Zoning Ordinance, allowing one acre minimum lots in the NU Non-Urban District. This procedure was approved following numerous attempts to rezone the 125 acres to a denser zoning classification. The Planning Commission repeatedly expressed its concerns regarding introducing R-1 One Acre Residence District zoning along St. Paul Road and recommended denial of all such zoning requests noting their inconsistency with the surrounding pattern of NU Non-Urban zoning and land use in the area, and the inadequacies of St. Paul Road to safely accommodate the additional traffic higher density residential development would bring to the area.

St. Louis County recently approved a second subdivision in the northern portion of the annexation area that has yet to be developed. In April of 2004, P.C. 90 & 91-03 McBride & Son Homes requested a change in zoning from NU Non-Urban District to R-1A 22,000 square foot Residence District with a Planned Environment Unit (P.E.U.) procedure for 117 lots on a 66.10 tract of land. The Planning Commission and the County Council approved R-1 One Acre Residence District and R-1A 22,000 square foot Residence District zoning and a Planned Environment Unit (P.E.U) procedure for 69 single-family residences on the petitioned property. The Planning Commission and County Council were of the opinion that the R-1 and R-1A District zoning was an appropriate transitional zoning between the subdivisions north of Kiefer Creek Road and the large (3+ acre) lot subdivisions accessed from St. Paul Road. It was noted that this property was more similar to the subdivisions south of Kiefer Creek Road than the large lots subdivisions in the area since it followed the same ridgeline and drained into the same watershed as those subdivisions south of Kiefer Creek Road. As noted previously in this report, this subdivision is also included in the proposed annexation by the City of Ellisville currently under consideration by the Boundary Commission.

The City's Plan of Intent states that the NU Non-Urban District zoning is considered a "holding category" by the County. It is the County's belief that this zoning classification is a viable zoning district for areas that warrant such a designation. It is important to note that the County's NU Non-Urban District is a zoning district in the same sense as other residential zoning

districts. NU District zoning does not necessarily function as a “holding zone” for future, more dense, development. In order to change the zoning classification for any property that is zoned NU Non-Urban District the same process must be followed as changing the zoning from any zoning classification to another, e.g., R-1 One Acre Residence District to R-2 15,000 square foot Residence District, or R-2 15,000 square foot Residence District to R-3 10,000 square foot Residence District.

Although some parcels in unincorporated St. Louis County that are currently zoned NU District may be rezoned to allow more dense development, this is not necessarily the case in all instances, and many areas currently zoned NU District will never be developed more densely. The Planning Commission and the County Council consider many factors, such as continuity of land use patterns, road safety, and compatibility of the proposed development with surrounding uses prior to recommending approval of any rezoning.

The City of Wildwood’s Zoning Ordinance is modeled after the St. Louis County Zoning Ordinance. No zoning non-conformities are anticipated in the area if this change of jurisdiction is approved.

III. FINANCIAL IMPACTS OF PROPOSED ANNEXATION

According to the Plan of Intent, the City does not assess a property tax. Like St. Louis County, the City's utility tax rate is currently 5 percent. The City's sales tax rate is 6.575 %, which is one-half cent higher than the unincorporated County rate of 6.075%. Wildwood is a "pool" sales tax city. Thus, it receives sales tax revenue as a "pool" sales tax city on a per capita basis.

A. Impact on Area Residents and Property Owners

Annexation by the City of Wildwood would have a minimal financial impact on residents and property owners in the annexation area. If the annexation is successful sales tax on any purchases made within the area will increase from 6.575% to 6.575%. Since there are no commercial properties currently within the proposed annexation area there would be no effect on retail store purchases. However, sales tax on the purchase of a \$20,000 vehicle will increase by \$100.00 (without a trade-in).

If annexed, residents would experience a change in trash collection services. Currently, households individually contract for trash service from a private hauler. The residents would receive services from the trash hauler under contract with the City of Wildwood after an initial two year period that is legislatively mandated by State law. The Plan of Intent states that refuse collection fees should be reduced with services under the City's contract with recycling included as part of a \$12.00 monthly fee, or savings of approximately \$8.00 to \$10.00 a month.

As a point of information on tax rates, it should be noted that the current County tax rate is \$.58 per \$100 of assessed valuation of real and personal property. All property owners will continue to pay this tax to the County even if the area is annexed. In addition, \$.105 per \$100 assessed valuation collected for the Road and Bridge Tax from the County's \$.58 total tax rate would go to Wildwood if the annexation occurs.

B. Impact on St. Louis County

The total annual revenue loss that County Government could experience as a result of the proposed annexation is estimated to be \$42,996. A breakdown of County revenue loss by funding source is provided in the following table.

TABLE 2

ANNUAL COUNTY REVENUE LOSS FROM THE PROPOSED ANNEXATION	
	Annexation Area
Sales Tax ¹	\$6,808
Utility Tax ²	6,633
C.A.R.T. ³	17,389
County Road and Bridge ³	6,257
Cigarette Tax ⁴	280
Cable T.V. Tax ⁵	603
Fees and Fines ⁶	5,026
TOTAL	42,996

¹ Based on \$118 per capita less annexation adjustment of \$26 per capita.

² Assumes average annual utility bill of \$2,000 and a 5% utility tax.

³ Estimate by St. Louis County Department of Highways and Traffic.

⁴ Based on \$3.79 per capita.

⁵ St. Louis County calculates (Housing Units x .5) x (Annual Average Cost of Cable) x .03
= _____

⁶ St. Louis County Department of Public Works estimates \$1,876 in lost sewer lateral fees and \$2,644 in lost building permit fees. St. Louis County Police estimate \$250 lost in court costs

The total annual estimated revenue loss from this area alone is not significant in light of County government's overall operating budget. However, the cumulative revenue losses experienced from previous annexations and anticipated losses if other annexation proposals currently pending before the Boundary Commission are approved are substantial. Thus, approval of this proposal will have some negative impact on the provision of services to citizens of St. Louis County.

C. Impact on Annexing Municipality

The following table compares the City's and the County's estimates of new revenues for Wildwood if the annexation is successful.

TABLE 3

CITY AND COUNTY ESTIMATE OF WILDWOOD'S NEW ANNUAL REVENUES		
Source	County Estimated Amount	City Estimated Amount⁹
Sales Tax ¹	\$ 8,732	\$30,000
Utility Gross Receipts Tax ²	6,633	11,500
State Road Aid (Gasoline and motor vehicle) ³	2,937	— ¹⁰
County Road and Bridge ⁴	6,257	— ¹⁰
Cigarette Tax ⁵	280	10,000 ¹⁰
Property Tax ⁶	0	0
Cable T.V. Tax ⁷	603	603
Miscellaneous taxes/permits/ licenses/fees ⁸	9,500	9,500
TOTALS	\$34,942	\$61,603

- ¹ County estimate based on \$118 per capita
- ² Assumes average annual utility bill of \$2,000 with Wildwood utility gross receipts tax rate of 5%.
- ³ State Road Aid includes: gasoline tax, motor vehicle sales tax, and auto license fees. County estimate based on \$39.69 per capita.
- ⁴ Rate is \$.105 per \$100 assessed valuation.
- ⁵ County estimate based on \$3.79 per capita.
- ⁶ No property tax is assessed by the City
- ⁷ St. Louis County calculates (Housing units x .50) x (Annual Average Cost of Cable) x .03 = _____. No estimate is provided by the City; County estimate is assumed for the City
- ⁸ City of Wildwood estimate.
- ⁹ Estimates from Wildwood Plan of Intent, except where noted.
- ¹⁰ Intergovernmental income figures from Wildwood Plan of Intent did not specify sources of income. For purposes of this report it was assumed that this number included State Road Aid, County Road and Bridge Tax, and Cigarette Tax revenues.

The County estimates that Wildwood will receive \$34,924 from the area if annexed; the City estimates revenues of \$61,603. The difference between total estimates is \$28,679. There are significant differences between the City and County estimates of sales tax and utility tax revenues. The sale tax revenue discrepancy is due in part to the different population numbers used by the

County and City. Using the 2000 Census, the County determined the population of the annexation area to be 74 people. The City's Plan of Intent lists the population as 176 residents, which presumably includes residents of homes built since the 2000 Census. Additional sales and utility tax amounts estimated by the City could possibly be explained by their inclusion of additional dwelling units approved, but not yet developed in the area proposed to be annexed.

The Plan of Intent provides estimates on how the revenue generated from the area would be spent. The City's estimates are shown in the following table.

TABLE 4

CITY ESTIMATE OF ANNUAL EXPENDITURES FOR THE AREA	
Service	Estimates for Expenditures
Police	\$0
Public Works	25,500
Parks and Recreation	0
Administration/Clerk and Council	0
Municipal Courts	0
Capital Improvements	25,000
Planning	10,000
TOTAL	\$60,500

The Plan of Intent does not anticipate the hiring of any additional personnel to provide services in the annexation area. The Plan of Intent states that the City plans no specific plans for capital improvement projects for this area. However, the City notes that its resurfacing program and concrete slab replacement program would be scheduled in the annexation area when conditions warrant said improvements, thus explaining the \$25,000 estimated for capital improvements

D. Traffic Generation Assessment

The annexation area is located in the Big Bend-Oak-Kiefer Creek Corridor. The Plan of Intent states that the assessments collected by the City, regardless if the project was originally approved by St. Louis County, have been retained for use in Wildwood. The Plan of Intent states that the City of Wildwood would anticipate and request the County to either transfer funds collected in this annexation area to the City, or spend the funds in the annexation area to benefit the development from which the specific fees were accepted.

V. PROVISION OF SERVICES

A. Existing and Proposed Services

The provision of services to its residents is local government's primary responsibility and function. Currently, St. Louis County is the provider of a variety of municipal-type services to the annexation area. If the annexation election were successful, some of the current services provided by St. Louis County would be transferred to the City of Wildwood. However, because Wildwood contracts with St. Louis County for numerous services, including police protection and all code enforcement services offered by the County, the primary changes would be in planning and zoning, municipal courts and city administration. The following table lists basic municipal-type services provided in the proposed annexation area and identifies their current and proposed provider.

TABLE 5

SERVICES		
Service	Current Provider	Proposed Provider
Police Protection	St. Louis County	Contract with St. Louis County
Fire Protection/EMS/ALS	Metro West Fire Protection District	Metro West Fire Protection District
Streets ¹	St. Louis County Department of Highways and Traffic or private	St. Louis County Department of Highways and Traffic, City of Wildwood or private
Sidewalk Improvement and Repair	St. Louis County	City of Wildwood
Parks and Recreation	St. Louis County	St. Louis County, City of Wildwood
Refuse Collection	Private Haulers	City of Wildwood (contract with private hauler)
Street Lighting	Property Owner	Property owner
Planning, Zoning, and Subdivision Regulations	St. Louis County	City of Wildwood
Building Code, Mechanical Permits and Inspections ²	St. Louis County	Contract with St. Louis County
Residential Occupancy Permits and Inspections	None	None
Health Services - Rodent Control, Mosquito Fogging, Animal Control	St. Louis County	Contract with St. Louis County
Municipal Court	St. Louis County	City of Wildwood

¹ Kiefer Creek Road is part of the County Arterial Road System, and will continue to be maintained by St. Louis County. St. Paul Road will be maintained by the City of Wildwood. Private roads will be maintained by the property owners.

² The City of Wildwood contracts with St. Louis County to issue permits or enforce codes relating to residential and commercial building codes, mechanical, electrical, plumbing, explosives, fire suppression systems, elevators and

conveyors, amusement rides, and periodic inspections of mechanical equipment.

St. Louis County currently is able to reasonably access the area proposed to be annexed via Kiefer Creek Road and St. Paul Road. In addition, it should be noted that St. Louis County provides quality and efficient municipal services to the proposed annexation area and will continue to do so if desired by the voters in the area.

B. Services Not Affected

The area is serviced by the Metro West Fire Protection District, which is an independent taxing jurisdiction that will not be affected by annexation. Thus, property owners in the area will continue to pay the 2003 tax rate of \$1.067 per \$100 of assessed valuation.

The St. Louis County Water Company and the Metropolitan St. Louis Sewer District will continue to provide water and sewer services, respectively. The area will continue to be served by the Rockwood School District and the St. Louis County Library system. These services would not be affected by annexation.

V. SUMMARY OF ISSUES

1. Impact on Area Residents and Property Owners

Annexation by the City of Wildwood would have a minimal financial impact on residents and property owners in the annexation area.

If the annexation is successful sales tax on any purchases made within the area will increase from 6.075% to 6.575%. Since there are no commercial properties currently within the area proposed annexation area there would be no effect on retail store purchases. However, sales tax on the purchase of a \$20,000 vehicle would increase by \$100 (without a trade-in).

If annexed, residents would experience a change in trash collection services. Currently, households individually contract for trash service from a private hauler. The residents would receive services from the trash hauler under contract with the City of Wildwood after an initial two year period that is legislatively mandated by State law. The Plan of Intent states that refuse collection fees should be reduced with services under the City's contract with recycling included as part of a \$12.00 monthly fee or savings of approximately \$8.00 to \$10.00 a month.

2. Impact on St. Louis County

The total annual revenue loss that County Government could experience as a result of the proposed annexation is estimated to be \$42,966.

3. Traffic Generation Assessment

The annexation area is located in the Big Bend-Oak-Kiefer Creek Corridor. The Plan of Intent states that the assessments collected by the City, regardless if the project was originally approved by St. Louis County, have been retained for use in Wildwood. The Plan of Intent states that the City of Wildwood would anticipate and request the County to either transfer funds collected in this annexation area to the City, or spend the funds in the annexation area to benefit the development from which the specific fees were accepted.

4. Accessibility of County Services

St. Louis County currently is able to reasonable access the area proposed to be annexed via Kiefer Creek Road and St. Paul Road. In addition, it should be noted that St. Louis County provides quality and efficient municipal services to the proposed annexation area and will continue to do so if desired by the voters in the area.

5. Land Use & Zoning

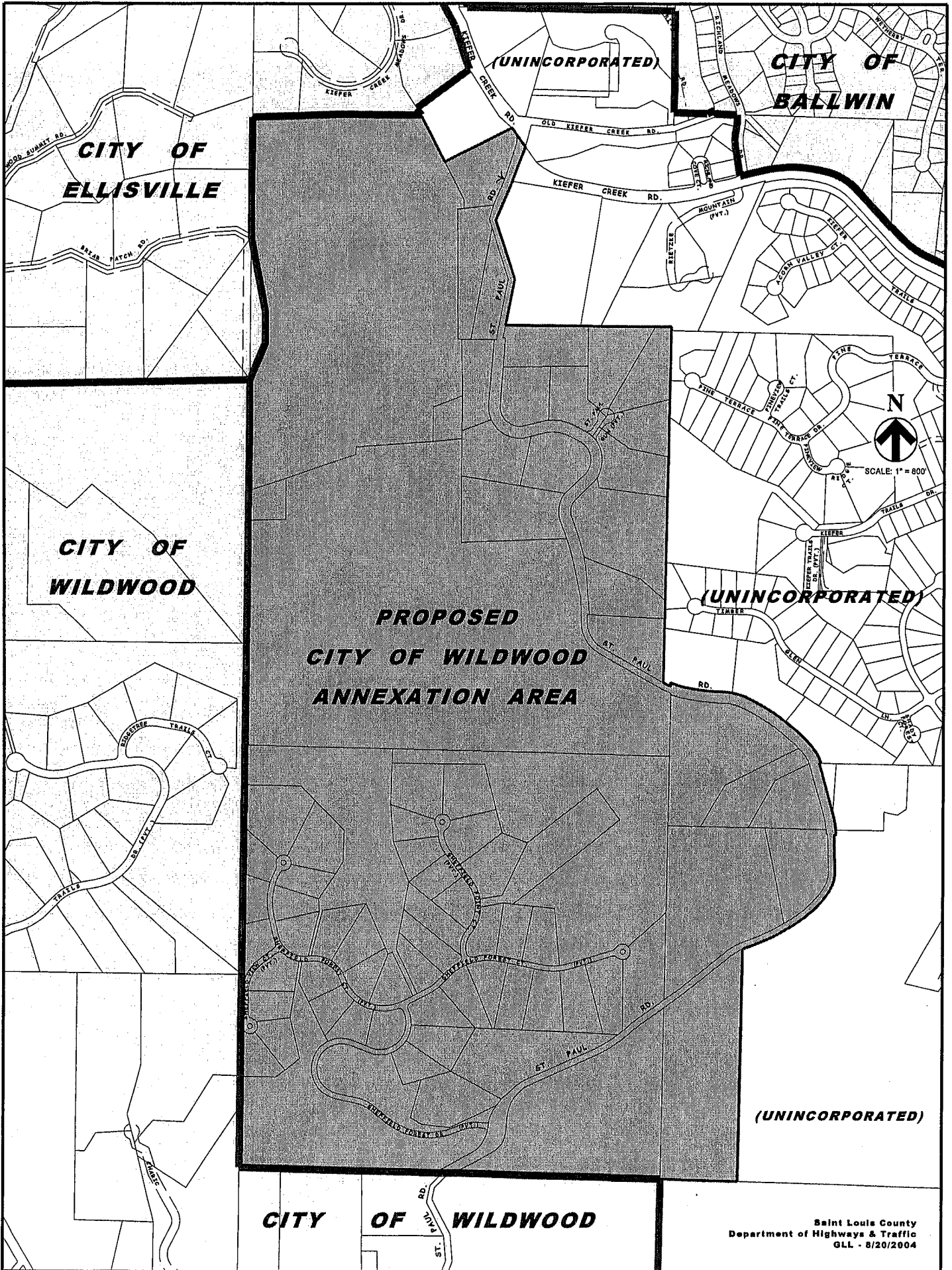
The primary current land use in the area is single-family residential. As the Wildwood Zoning Ordinance is modeled after the St. Louis County Zoning Ordinance, all zoning districts can be

accommodated by equivalent Wildwood designations. No zoning non-conformities are anticipated in the area if this change of jurisdiction is approved.

VI. RECOMMENDATION OF ST. LOUIS COUNTY

A. Recommendation

St. Louis County is not opposed to placing the proposed annexation on the ballot. The City currently contracts with the County for police protection and numerous other services. The County believes that the financial impact on the County will be minimal and that the provision of services to citizens in the area will virtually remain unchanged. The City will primarily assume only city administration, municipal courts, and planning and zoning responsibilities.



**CITY OF
ELLISVILLE**

**CITY OF
BALLWIN**

**CITY OF
WILDWOOD**

**PROPOSED
CITY OF WILDWOOD
ANNEXATION AREA**

(UNINCORPORATED)

(UNINCORPORATED)

CITY OF WILDWOOD

Saint Louis County
Department of Highways & Traffic
GLL - 8/20/2004